

Camp Coordination & Camp Management Cluster¹ ***Strategic Operational Framework***

Rakhine State, Myanmar
June – December 2013

¹ Note that *this* Cluster also coordinates the NFI sector across Rakhine State. More details can be found in Section 6 of this Strategic Operational Framework.

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Acronyms

AAP	Accountability to Affected Populations
CCCM	Camp Coordination Camp Management
CDN	Consortium of Dutch NGOs
DRC	Danish Refugee Council
HCT	Humanitarian Country Team
IASC	Inter-Agency Standing Committee
IDP	Internally Displaced Person
LWF	Lutheran World Federation
NFI	Non-Food Item
NGO	Non-Governmental Organization
NRC	Norwegian Refugee Council
OCHA	Office for the Coordination of Humanitarian Affairs
RC/HC	Resident Coordinator/Humanitarian Coordinator
RI	Relief International
SC	Save the Children
RSG	Rakhine State Government
SOF	Strategic Operational Framework
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
WASH	Water, Sanitation and Hygiene
WHO	World Health Organization

1. Introduction

In an inter-dependent humanitarian world, strategic approaches allow multiple agencies with diverse mandates to achieve goals collectively that could not be achieved by individual approaches alone. Clusters are the expression of that collective realization and as such aim to provide the “enabling environment” that allow diversity to strengthen both the effectiveness and efficiency of aid delivery.

A strategic operational framework (SOF) does more than outline the CCCM Cluster’s strategic orientation: it goes into more detail about operational ways of working. As a framework, it is also flexible enough to allow Cluster partners to develop their own approaches according to their own mandates, capabilities, and capacities.

This document was drafted by the CCCM Cluster in consultation with stakeholders including IDPs, state government, local and international NGOs, and UN agencies, as well as taking into account International Guiding Principles on Internal Displacement, SPHERE Standards, and the Accountability to Affected Populations (AAP) component of IASCs Transformative Agenda.

In view of the situation in Rakhine State, the SOF intends to address the different needs of IDPs in camps, and camp-like settings. The SOF will be embedded in the overall national Shelter/NFIs/CCCM Cluster strategy. As this document is a ‘living document’, it will be updated and reviewed as required to reflect the changing situation and priorities of the Cluster.

2. Background

The inter-communal conflict in Rakhine State, which started in early June 2012 and resurged in October 2012, has resulted in displacement and loss of lives and livelihoods. While most communities across Rakhine State have not experienced the same level of violence experienced in June and October 2012, smaller-scale incidents and tensions continue to be recorded. Government sources indicate that in both incidents a total of 167 people were killed (78 in June and 89 in October); 223 injured (87 in June and 136 in October); 10,100 private, public and religious buildings were burned or destroyed (4,800 in June and 5,300 in October).

Families, who were not directly affected by the violence, have had restricted access to education, food, and medical services, which has attracted them to the IDPs camps with potential for further displacement. Others have lost their livelihoods as a result of restricted movements due to the security situation. While registration for humanitarian assistance purposes has not yet taken place, partners estimate that the number of people displaced across Rakhine State has increased to approximately 140,000 people.

A significant proportion of the people in Rakhine State, around 800,000 individuals, are without any citizenship. While humanitarian assistance remains the priority, advocacy with the Government to promote dialogue and reconciliation between the communities so that voluntary returns to places of origin can eventually occur in a safe and sustainable way, should run in parallel.

3. Situational Analysis of CCCM

In December 2012, the Humanitarian Country Team decided to activate three clusters for the Kachin and Rakhine responses to enhance sector/cluster-specific humanitarian coordination. The Health, WASH, and Shelter/Non-Food Items (NFIs)/Camp Coordination and Camp Management (CCCM) Clusters were established with WHO, UNICEF and UNHCR as respective lead agencies. Other sectors such as Protection, agreed to function in a similar fashion to clusters.

CCCM encompasses three distinct functions namely camp administration, camp management and camp coordination.

Camp Administration

Camp Administration refers to the functions carried out by governments and national authorities that relate to the overseeing of activities in camps and camp-like situations. It comprises such State functions as securing land and occupancy rights for temporary settlements and resolving disputes arising from land appropriation, providing security, preserving law and order and facilitating access to camps by humanitarian agencies. National authorities also play a key role in camp phase out and closure, as well as in leading the identification and facilitation of durable solutions.

Camp Management

Camp Management is often performed by a local or international NGO/Agency. The camp management function involves the coordination of assistance and services at the level of a single camp and entails coordinating protection and services, establishing governance and community participation, ensuring maintenance of camp infrastructure, collecting and sharing data and monitoring the standard of services and identifying gaps.

Camp Coordination

Camp coordination refers to the overall coordination of the roles and responsibilities in the camp response, in support of the national/regional response plans. The coordination function is closely linked to the administration and management functions, as well as those of other humanitarian and development partners, such as agencies providing assistance, civil society, donors, the diplomatic community, the host community, the media, and others involved in response. Within the Myanmar CCCM Cluster framework, overall camp coordination is the role of the Cluster lead agency, UNHCR.

The Cluster would acknowledge that it has been slow to achieve CCCM momentum in the first half of 2013. However, while accepting that the CCCM Cluster was activated at the start of the year, the location and nature of the various camps across Rakhine State has only become clear in the last two to three months when temporary shelter construction began to achieve major momentum and the RSG (Rakhine State Government) was in the process of finalising its relocation plan.

There are an estimated 84,000 IDPs in Sittwe Township, 20,000 in Pauktaw and 4,000 in Myebon. Primarily based on a rationale of those that will have the largest population, the CCCM Cluster has prioritized 18 camps in these three Townships, targeting the majority of the displaced population: 13 camps in Sittwe Township, three in Pauktaw and two in Myebon. In recent weeks, five INGOs namely Relief International, Save the Children, LWF, Solidarites International and the Danish Refugee Council, have agreed to act as camp managers and take on camp management activities and responsibilities. One of them, the Danish Refugee Council, has signed a sub-agreement with UNHCR. Due to lack of funding, the other INGOs have agreed to use their own finances while taking on camp management roles. However, more actors, including the State Government, are needed to strengthen camp administration and camp management structures in the above-mentioned and other IDP camps.

Thus far registration of the IDP population has not been possible but remains a subject of on-going discussion. If achieved it can facilitate and streamline the delivery of humanitarian assistance to the IDP camps. Critically, the displaced population *must* be consulted in the preparation of a registration exercise in order to ensure transparency, accountability and confidence in the process. It is important to stress that registration should not be construed as verification; the latter has a different objective. Until a full-fledged registration takes place, camp managers will conduct a household survey in the camps that they are managing.

In light of the above, the strategy and planned activities for the 2nd part of 2013 will be to ensure that the delivery of humanitarian assistance is well-managed and coordinated and the quality of life and dignity of the IDPs improved, while advocating for durable solutions. Moreover, representative and functioning leadership structures will be established and the involvement and participation of the IDPs will be increased.

4. Goal, Objectives and Response Strategies²

Goal

The overall goal of the CCCM Cluster is to ensure equitable access to services and protection for displaced persons living in camps and camp-like settings, to improve their quality of life and dignity during displacement, and advocate for solutions while preparing them for life after displacement. It should be remembered that camps and camp-like settings are temporary sites that should only ever be established only as a **last resort**.

To meet the overall goal, **priority strategies** are therefore to:

- a) Focus on harnessing partnerships with (I)NGOs, local government officials and displaced populations ensuring that solid coordination mechanisms are established and that open dialogue, 'do-no-harm' principles, and humanitarian principles and standards are promoted and applied;

² See Annex 1 for CCCM Cluster Log Frame

- b) Target the most vulnerable in the affected areas, especially female-, elderly-, and child-headed households, widows;
- c) Prioritise the establishment of representative (elected) camp committees;
- d) Strengthen coordination, preparedness and early-warning mechanisms in close cooperation with Cluster members, state government, village and township administrators;
- e) Build information management capacity and increase information sharing mechanisms
- f) Empower local capacities, use of local resources, and promotion of durable and sustainable solutions;
- g) And conduct CCCM trainings.

5. Population of Concern:

Out of an estimated number of 140,000 IDPs, the Cluster will target a population of around 100,000 living in the following 18 camps and covering three townships:

TOWNSHIP	IDP CAMP	AGENCY
Sittwe Township	Phwe Yar Kone	DRC (4)
	Say Tha Mar Gyi	
	Ohn Taw Gyi 1	
	Ohn Taw Gyi 2	
	Ohn Taw Gyi 3	LWF (3)
	Ohn Taw Gyi 4	
	Ohn Taw Gyi 5	
	Thaet Kae Pyin	Save the Children (2)
	Set Yoe Kya (Rakhine)	
	Thae Chaung	Solidarites (1)/DRC (2)
	Dar Pai	
	Baw du Pah	
	Khaung Doke Khar	CDN (1)
Pauktaw Township	Sin Tet Maw	Save the Children (2)
	Kyein Ni Pyin	
	Ah Nauk Ywe	Solidarites (1)
Myebon Township	Taung Paw (Muslim)	Relief International (2)
	Kan Thar Htwat Wa (Rakhine)	

6. Non-food Relief Items

NFIs are designed to meet the most immediate and basic needs of the affected population. Provision of these supplies help IDPs prepare and consume food, water, offer some emergency shelter, provide some clothing and meet personal hygiene needs. Core items include tarpaulin, blankets, mosquito nets, kitchen sets, buckets, mats and clothing. Beyond this, the more widely termed *family kit* includes not just *core* items but a *sanitary* kit and a *hygiene* kit. The first is specifically designed for women while the second includes the likes of laundry and body soaps, water purification means and sealed containers for water storage, both for potable water and water for washing and cleaning.

With the Shelter/NFI/CCCM Cluster being activated at the start of the year, efforts to reach a standard kit were achieved early March, agreed amongst Cluster members and critically with the WASH Cluster in light of the sanitary and hygiene elements of the family kit.³ Note that some organisations in terms of their internal procurement mechanisms work to an average family size of five, others seven therefore two versions of the standard pack were agreed. One for each family size was agreed. This raises the wider point that kits are calculated and distributed on an average family size calculation. Using this simple quantitative method has logistical and standardization benefits but naturally smaller families benefit more and larger families less.

The objective of the Cluster has been to ensure that all IDPs, over 24,000 families, have received core, sanitary and hygiene kits. A second blanket distribution for all IDP families of core and hygiene items is ongoing, plus more frequent replenishment of sanitary kits as required. This need is based on a rationale that either the item has been consumed or has reached the end of its life-span.

The Cluster has an NFI tracking system, which is regularly updated and shared with all relevant humanitarian actors. This has the benefit of giving an overview of the NFI needs and response, distribution of what items by which agency, and in which location, specifying township and camp. This is generated monthly.

Until July of 2013, *this* Cluster took responsibility for coordinating hygiene and sanitation (H&S) items. In July-August this year it was agreed that the WASH Cluster will now be responsible for coordinating the distribution of these items.⁴ This shift also applies to the information management of H&S items, which is now the responsibility of the WASH Cluster. *This* Cluster will continue to coordinate, track, update and report on NFI core items.⁵

³ For more details on these agreed standards see *Cluster Agreed NFI Standards for family of 5 and 7*, 13th March 2013 at: https://www.sheltercluster.org/Asia/Myanmar/RakhineAndKachin/Pages/Standards_Guidelines.aspx

⁴ This shift is in accordance with the following guidance; see *INTER-CLUSTER MATRIX – WASH/Shelter at Country Level*.

⁵ For confirmation of this transition, see *Shelter-NFI-CCCM YGN Cluster Meeting Minutes 10.7.'13 & 14.8.'13* at: https://www.sheltercluster.org/Asia/Myanmar/RakhineAndKachin/Pages/Meeting_Minutes.aspx

While the Cluster can be reasonably confident that most first round needs of NFIs have been met for the caseload of 140,000 IDPs, NFI support to isolated villages and host families is something that has yet to be addressed. Provisional figures suggest a further 37,000 IDPs, which would require an additional 6,000 kits. This is an obvious gap that may require addressing, and in some cases has already been addressed.

Noting that this version of the Strategy is being written in the midst of the rainy and cyclone season, due to continue to October, contingency stocks in the event of such natural disaster displacement have been factored-in. Consolidated contingency lists of what all Cluster members could support in such an event have been compiled, which in addition to determining what the combined response could be has also clarified the total Cluster assessment capacity to determine the needs after an event.⁶

7. Inter-cluster/Sector Linkages

The Cluster Coordinator will continue to represent CCCM Cluster at Inter-Cluster meetings chaired by UNOCHA. This forum represents a regular opportunity to share and gather information on funding, priorities, progress and to raise issues affecting the operations of the cluster membership.

The cluster coordinator will also address issues and concerns that were raised at CCCM meetings within the offices of the RSG and in particular the general coordination meetings chaired by the State Minister of Planning and WASH and Shelter Cluster meetings chaired by the State Minister of Development Affairs . It is intended that these meetings provide an opportunity for information sharing and discussion at inter-cluster level in close coordination with the local authorities.

8. Cross-cutting Issues

Age

It is important for CCCM programming to be aware of the different age groups as the capacities and needs of these groups are different. Age influences, and can enhance or diminish, a person's capacity to exercise his or her rights.

Gender

Women, girls, boys and men are affected very differently by crises, and need to be assisted in different ways and for humanitarian action to be effective, the different needs of women, girls, boys and men must be understood and met. Women should be represented in the different committees, which include the establishment of women and youth committees.

⁶ Significantly, key donors who have their own emergency stocks have indicated that were the needs there, they could offer significant support in the event of depleted stocks. For details on this combined Cluster capacity see:

<https://www.sheltercluster.org/Asia/Myanmar/RakhineAndKachin/Pages/Rakhine-Contingency.aspx>

Environment

Wood is the primary source of energy for the IDPs and this consumption of wood for fuel is a major cause of deforestation in the area. In addition, due to the lack of freedom of movement and loss of livelihoods, the access to firewood has become restricted. CCCM will promote and advocate for alternative, fuel efficient cooking stoves.

9. Partnership and Coordination mechanisms

The Cluster will uphold and apply IASC Transformative Agenda and in particular the Accountability to Affected Populations (AAP) component. In its broadest sense, AAP is intended to provide meaningful and constructive engagement between service providers and affected populations.

From a CCCM perspective, this element can be implemented through measures such as supporting the establishment of representative camp committees; advocating for accountable practices from service providers; conducting regular needs assessments and registration/household survey activities and establishing effective complaints mechanisms in camps.

Coordination will further be strengthened by:

- Bi-weekly CCCM meetings in Sittwe and ad-hoc (extraordinary) meetings when the need arises;
- Formation of small working groups to deal with particular topics or issues such as registration or camp closure;
- Information management system to collect and share data, including the mapping of “Who/What/Where” (3 W matrix);
- Bi-literal meetings with Cluster and non-cluster actors for coordination to respond to gaps and avoid duplication;
- Partnership with local authorities, NGOs and community-based structures to ensure their inclusion in the response;
- Joint assessments, implementation monitoring and reporting;
- Capacity building of Cluster partners, government officials and IDP camp committee members through CCCM training;
- Advocating for a government counterpart.

10. Information Management

Information management encompasses the activities through which relevant, accurate and up-to-date information about a camp is used among partners. Collecting and sharing data and information is key to identifying gaps and needs in camp operations and planning and implementing accordingly.

- CCCM information management has established a CCCM Camp List and population tracking matrix, both are regularly updated and shared with all clusters and sectors, at a minimum, monthly.

- Together with OCHA, a 3WWW (Who is doing what and Where) template has been designed, categorizing under-served camps and identifying camps where humanitarian activities are overlapping.
- CCCM and other Cluster partners can request information, including maps and matrices, at any time by contacting UNHCR Information Manager.
- A CCCM dashboard will be regularly updated and is available on the CCCM/NFI/Shelter website, along with numerous other documents related to *this* Cluster.⁷

11. Monitoring and Evaluation

Monitoring activities will be carried out by individual agencies to ensure that they are meeting project objectives as well as contributing to the overall Cluster objectives.

Each project will include indicators, outputs and a monitoring plan. The Cluster Lead will also organize joint monitoring missions and provide technical and policy guidance as necessary.

Monitoring the effectiveness of the CCCM response will require adequate field presence and visits with the inclusion of all stakeholders to ensure comprehensive coverage and accountable activities.

As a camp management tool, CCCM will establish a complaints mechanism (suggestion/complaints boxes) in the 18 prioritised camps. Complaints mechanisms are simple procedures and mechanisms that give IDPs access to safe means of voicing complaints on areas relevant and within the control of the agency.⁸

Cluster performance and performance of partners within the Cluster will be independently monitored.

12. Cluster Exit Strategy/De-activation of Cluster

As already stated, clusters should be a temporary coordination solution and the aim should be to either resume or establish national, development-oriented coordination mechanisms as soon as the humanitarian emergency phase ends. The CCCM cluster exit strategy is therefore based on:

- Regular review/questioning the on-going need for clusters by the RC/HC and HCT;
- Sufficient planning to ensure transitional arrangements are put in place and are being supported by capacity development and preparedness efforts.

⁷ <https://www.sheltercluster.org/Asia/Myanmar/RakhineAndKachin/Pages/default.aspx>

⁸ DRC, Complaints Mechanisms Handbook, 2008

Some clusters will have a more natural counterpart to 'hand over-to' than others, making transition easier. Also, de-activation in sudden onset crises may be a more rapid process than de-activation in complex or protracted emergencies such as in Rakhine State.

There are some factors that would suggest a longer transition between the emergency and recovery phases in Rakhine State including:

- ✓ A continuing requirement to address critical humanitarian needs and the violation of human rights;
- ✓ The need to maintain accountability for delivery in key sectors;
- ✓ The existence, capacity and willingness of national counterparts to lead sector coordination;
- ✓ The possibility of recurring or new disasters.

Short-term CCCM activities will complement the longer-term transition/exit plans as follows:

- Capacity-building in sustainable Information Management systems;
- CCCM trainings for stakeholders at local level, particularly local officials and national NGOs;
- Contingency planning/lessons learned exercise;
- Performance Assessment;
- Comprehensive needs assessment and gap analysis.

13. International Guiding Principles

CCCM activities will be planned and undertaken according to international guidelines and principles. This includes:

- International Human Rights Law;
- OCHA Guiding Principles on Internal Displacement;
- Sphere Project: Humanitarian Charter and Minimum Standards;
- Camp Management Toolkit – NRC;
- UNHCR Emergency Handbook;
- Handbook for the Protection of IDPs - Global Protection Cluster Working Group.

14. Constraints/Challenges

The Cluster continues to face difficulties in reaching its objectives due to the following factors:

- ❖ Limited number of Camp Management Agencies and other humanitarian actors;
- ❖ Lack of verifiable information on relocations and IDP movements implemented by the RSG;
- ❖ No (prior) knowledge of RSG planning and actions regarding the establishment of camp management or other committees;
- ❖ Limited financial resources;
- ❖ Limited resources (firewood) that could negatively impact the environment as well as risks for women and girls.

15. Advocacy

Advocacy Messages

- The Government, humanitarian agencies, and IDP communities *must* engage more in CCCM.
- The Government and humanitarian partners need to step-up collaboration to develop durable solutions that focus on return, co-existence and livelihoods.
- Donors need to provide more funding to CCCM. Without substantial funding, the camps will deteriorate over the rainy season and condition will become squalid and intolerable.

ANNEX 1. CCCM CLUSTER LOG FRAME

Overall Objective (Impact):⁹ To ensure equitable access to services and protection for displaced persons living in camps and camp-like settings to improve their quality of life and dignity during displacement, and advocate for solutions while preparing them for life after displacement.					
Specific Objective 1 (Outcome)	Outputs	Objectively Verifiable Indicators	Sources of Verification	Risks and Assumptions	Activities
The humanitarian assistance of the IDP population is well-managed and coordinated, responding to the needs and respecting international standards	Camp management and coordination mechanisms are established and maintained, ensuring a timely and coordinated delivery of humanitarian assistance A regular monitoring and evaluation of the humanitarian	-80% of the camp population have access to basic services -50% of positive responses to reported gaps and duplications -regular fortnightly CCCM meetings -60% of stakeholders involved in camp	CCCM Camp list CCCM Dashboard 3 WWW On-site observations UNHCR field monitoring reports Reports from CCCM Cluster members	Security situation in Rakhine State remains stable Support from RSG and other stakeholders for activities Provision of funding Provision of logistics	With the Government and Cluster members, establish and maintain camp coordination mechanisms Organise and chair CCCM meetings Organise regular meetings with camp committees Prepare and disseminate minutes of meetings, 3 WWW,

⁹ Note that these objectives are also reflected in the *Rakhine Response Plan, July 2012 – December 2013* (pages 36-37), which can be found at:

<https://www.sheltercluster.org/Asia/Myanmar/RakhineAndKachin/Pages/Rakhine-documents.aspx>

	assistance is undertaken in accordance with agreed standards, ensuring the identification and reporting of humanitarian gaps	coordination and camp management mechanisms -camp list, dashboard and 3W updated on a monthly basis and made publically available	Minutes of coordination meetings UNHCR monthly reports Participation lists		CCCM dashboard and camp lists
Specific Objective 2 (Outcome)	Outputs	Objectively Verifiable Indicators	Sources of Verification	Risks and Assumptions	Activities
Representative and functioning leadership structures are established and the involvement and participation of IDPs is increased	Representative and functioning leadership structures (camp committees) are established and capable to identify gaps, needs and responses within the camp	One elected camp leadership committee established per camp Minimum of three sector sub-committees established per camp At least 25% female representation in the committees 50% of committee members participating in basic training on ToR	List of committee members Population statistics Referral documents Minutes of camp committee meetings Beneficiary surveys	Same as above	Together with other camp service providers, establish relevant, gender balanced sector committees Evaluate the representativeness of the camp committees Provide material support to camp committees

		and camp management Monthly meetings held with camp committees			
Specific Objective 3 (Outcome)	Outputs	Objectively Verifiable Indicators	Sources of Verification	Risks and Assumptions	Activities
Affected population has sufficient access to NFIs to meet their most personal human needs for shelter from the climate and for the maintenance of health, dignity and well-being.	Affected population's most personal needs (for shelter from the climate and for the maintenance of health, dignity and well-being) are met.	100% of eligible households receive NFI core items consistent with their expected life-span. NFI needs assessments conducted	Population statistics Minutes of meetings NFI tracking system	In addition to the risks and assumptions listed above, stocks for planned coverage maybe severely depleted due to the onset of major natural disaster, e.g. cyclone.	Assess core NFI needs and gaps of affected population Organise and chair monthly NFI meetings Prepare and disseminate minutes of meetings Develop NFI tracking system, update and disseminate monthly